



INITIAL TEACHER EDUCATION 2021

Excellence in teaching and educational leadership in New Zealand is a vital part of enabling every child and young person to be successful. As the professional body for teachers, the Education Council sets expectations for, and champions, quality teaching by establishing and maintaining the Standards for the Teaching Profession (the Standards), and the Code of Professional Responsibility (the Code). We have been working with other agencies, initial teacher education (ITE) providers, and the profession to redefine future teacher education and preparation. Our aim is for all new teachers to be equipped for their first teaching role and have the skills to continue to learn and adapt their practice to meet future challenges.

There is agreement among teachers, researchers and writers that the New Zealand education environment today, and teachers' roles in it, is more complex and dynamic than it has been at any time in the past. With New Zealand early childhood settings and schools becoming more diverse, every individual has the right to succeed in a culturally responsive learning environment.

We also know that our ITE system needs to be responsive to changes in education. It is within this context that we are collaborating with ITE providers to develop a future-focused ITE system that prepares every teaching graduate with the skills to adapt to a changing education environment. This is an ITE system which also embraces, and reflects, the unique sociocultural context of Aotearoa New Zealand.

He pai te tirohanga ki ngā mahara mō ngā rā pahemo, engari ka puta te māramatanga i runga i te titiro whakamua. It is good to have recollections of the past, but wisdom comes from being able to prepare opportunities for the future.

An initial teacher education system unique to Aotearoa New Zealand

We're committed to creating a future-focused ITE system that produces outstanding teachers for early childhood education, primary and secondary schooling in both English and Māori medium.



Here in New Zealand there are many aspects of our education system and our environment that are unique. At its heart is our national curriculum: The New Zealand Curriculum, Te Marautanga o Aotearoa and Te Whāriki. The national curriculum reflects our history and the diversity of our society which, when embraced, creates confident, connected, actively involved life-long learners.

Our future teacher education and preparation system will be strengthened so that all new teachers are committed to Te Tiriti o Waitangi and to Māori learners achieving as Māori, and can give effect to realising and supporting Māori educational goals. This recognises the duality of our education system and that our children and young people can learn through the medium of English or Māori.

Together the Standards and the Code are the foundation for everything we do in our profession. They describe what it means to be a teacher in Aotearoa New Zealand. As a profession we need to collectively make sure every graduate teacher meets the Standards and is equipped to use them to guide their ongoing development from novice to expert teacher. We need people choosing teaching as a career to appreciate the significance of high quality teaching practice and the ethical behaviours expected of the teaching profession.

Shaping a future-focused ITE system

The vision for future-focused ITE is to shape a system of teacher education and preparation that equips beginning teachers for the educational settings of today and the ability to adapt their practice to future learning environments, so learners can achieve their full potential. We need to drive change in areas crucial to developing the capability of teachers. It is critical that ITE programmes attract and prepare teachers who can respond to the challenges and opportunities of a rapidly changing world, developments in learning sciences and shifting educational needs.

We have high expectations for graduating outstanding teachers because we know that a critical component of an effective education system is the preparation of those responsible for teaching our children and young people. Evidence has told us there is scope for improvement across our ITE system and collectively we are ready for change.

We want to work with ITE providers and stakeholders to redesign how we recruit, select and educate future teachers.

Our redesigned future ITE system will focus on:

- strengthening the quality of all ITE programmes from 2021 - including higher quality professional experience
- raising entry requirements - including stronger literacy and numeracy
- flexibility to design some programmes that prepare teachers to teach across different learner age ranges



- more postgraduate programmes over time providing options for people interested in pathways into specialist and leadership roles
- supporting kura and Communities of Learning | Kāhui Ako to grow their workforce through programmes developed in partnership with providers
- best practice programme approval, monitoring and review processes with more emphasis on graduate outcomes over time
- access to high quality mentoring and support for beginning teachers so they can attain full certification
- capable, trained mentor and associate teachers to work in schools, kura, early childhood settings and Communities of Learning | Kāhui Ako
- effective careers advice and scholarships to get more teachers into priority areas
- managing the network of high-performing programmes that respond to needs of the wider education system, such as Māori medium and STEM teachers.

We want to create system-level change in ITE, built on local collaborative relationships between stakeholders, including Communities of Learning | Kāhui Ako. We also want to see more effective links between ITE and other elements of our education system such as professional learning and development for teachers.

Our work on future-focused initial teacher education has been based on evidence. We have gathered evidence of effective practice in New Zealand and overseas, focusing on ITE in countries and jurisdictions with high-performing education systems.

We've developed a first set proposals for future-focused ITE and this year we consulted extensively with the profession on them. We have carefully considered around 200 submissions.

As a result we've decided on the key features of future ITE programmes that are required to lift and strengthen New Zealand's ITE system.

Our decisions

Through our consultation we received strong support for strengthening ITE programmes. Work will soon begin on developing a new detailed framework for the approval of ITE programmes which will reflect the decisions we have made about our proposals for future-focused ITE. This work is a priority as it will take several years before students graduate from the new ITE programmes.



Strengthened ITE programmes from 2021

All ITE programmes will need to meet strengthened requirements. Our aim is for most ITE programmes to meet higher quality standards from 2021.

We are replacing the Graduating Teacher Standards (GTS) with the new Standards for the Teaching Profession. We will also review assessment and moderation processes to make sure every student meets the Standards (with support) prior to graduation. The profession will have a greater say in whether individual students are meeting the Standards.

There will be a sharper focus on the processes for attracting and selecting students with the characteristics to be effective teachers. This will include recognition of non-academic abilities and qualities. We will also work with providers to build a national evidence base about the literacy and numeracy capability of ITE students. This information will be used to make decisions about whether to set numeracy and literacy benchmarks for entry into ITE programmes.

ITE programmes, and applicant selection, will focus more on making sure teachers have specialist curriculum knowledge, pedagogical content and data literacy appropriate to their role. To support a more flexible career, some programmes will prepare graduates with the knowledge and skills to teach across different age-ranges to traditional programmes.

Students will benefit from higher quality professional experience. We will make quality changes informed by research undertaken by the New Zealand Council of Educational Research (NZCER) on our behalf. There will be improvements in the integration of theory and practice, and increased professional learning opportunities for associate teachers, so that professional experience is more relevant and effective for students.

We'll also set minimum expectations for te reo Māori and cultural competency needed to meet the Standards (with support). E kore te wairua ahurea o te tamaiti e tau ki te akomanga, kia tau rā anō ki te whatumanawa o te kaiako (The culture of the child cannot enter the classroom until it has first entered the consciousness of the teacher, Basil Bernstein).

Expanding the availability of postgraduate programmes over time

Over the past decade there has been considerable debate about the qualifications a graduate should be required to hold to enter the profession. The emerging consensus is that the requirements of a postgraduate qualification (at NZQF level 8 or above) provide the advanced knowledge and skills essential to prepare teachers for today's complex learning environments. Preparing teachers to advance their individual, and collective, practice is vital in a future-focused system.



While there is some research to support making teaching a postgraduate profession, the evidence base is not comprehensive yet. We need more information about the effectiveness of new teachers graduating with postgraduate qualifications in the New Zealand education system.

We support expanding the availability of postgraduate programmes to gather that evidence and to provide more advanced ITE options for students seeking study pathways into leadership or specialist roles.

There will continue to be a range of pathways leading to teacher registration to meet the diverse learning needs of people attracted to the teaching profession.

Shaping the system together

We know this is an ambitious agenda which will take time to achieve. While decisions have been made on the direction in which to head, we are committed to working collaboratively with ITE providers and stakeholders in shaping the new system. We will keep you informed about how to have your say as our work progresses.

While the core business of ITE providers is preparing teachers for the profession, many teacher educators are also leaders of research and innovation, contributing expertise across a wide range of educational activities. We want to tap into this expertise and we are establishing an ITE Advisory Group (ITEAG) to guide our ITE work programme over the next two years.

The attached table sets out more detailed information about our proposals and our decisions.



PROPOSAL ONE - raising entry requirements including higher literacy and numeracy

Our Proposal

We will work with sector representatives to strengthen ITE entry requirements to better reflect the skills great teachers need and lift the calibre of teachers entering the profession. These skills include literacy and numeracy, speaking skills and disposition to teach. This work will begin later this year.

Using the Assessment Tool to assess literacy capability from 2018

From the start of 2018 providers would need to use the Literacy and Numeracy for Adults Assessment Tool (Assessment Tool) to assess the literacy capability of applicants prior to entry to an ITE programme.

The Assessment Tool results gathered from 2018 would be used to develop an evidence base about the literacy capability of ITE students on entry. This information will inform decisions about whether to set literacy benchmarks.

We will continue to work with the Māori medium sector to develop an appropriate approach for their programmes.

We do not propose using the Assessment Tool to assess numeracy capability. This is because the Assessment Tool does not currently reliably assess numeracy capability at the level we expect ITE applicants to demonstrate.

Setting benchmarks for literacy and numeracy during 2019

During 2019 we will use Assessment Tool information and expert advice to consider setting literacy and numeracy benchmarks. This process would also consider where to set the benchmarks and whether they would apply on entry or prior to graduation.

Higher literacy and numeracy requirements from 2020

We expect that from 2020 all students would be expected to meet higher national literacy and numeracy requirements. For example we could require applicants to have:

- Numeracy - 14 credits or more in mathematics achievement standards at NCEA level 2 or higher
- Literacy - appropriate Assessment Tool scores for reading and writing.

Strengthening knowledge of mathematics

From 2020, all ITE programmes would require students to demonstrate an understanding of mathematics and statistical methods appropriate to their future teaching role. This includes the knowledge teachers need to analyse learner assessment results as well as to teach the New Zealand Curriculum / Te Marautanga o Aotearoa / Te Whāriki.

What we have heard

There was strong support for raising ITE entry requirements including literacy and numeracy capability. We heard that allowing some flexibility at entry would support a more diverse teaching workforce, but that it was important those students had support to meet any requirements by graduation.

Clear, well-communicated entry requirements are important. If higher entry requirements were introduced, bridging programmes may be needed to help some applicants meet entry requirements.

Some ITE providers had concerns about using the Assessment Tool including how the data will be used, as well as training and compliance costs. While not specifically designed for an ITE context, the New Zealand Council of Educational Research (NZCER) has confirmed that the current Assessment Tool is suitable for building an evidence base about the literacy capability of ITE students.

There were mixed views about using NCEA level 2 credits as a way for applicants to demonstrate numeracy capability to gain entry to ITE. Some respondents thought the level was too high or too low, others thought it didn't assess the right skills, and not all applicants have NCEA results.

We heard that all new teachers need to have an understanding of mathematics appropriate to their teaching role. For example, knowledge about how to analyse learner assessment results to evaluate teaching strategies.

We heard there are other skills and characteristics that effective teachers need in addition to literacy and numeracy. These included 'a disposition to teach', speaking and communication skills, te reo Māori and cultural competence.

Some Māori medium stakeholders told us that the consistency of provider tools to assess te reo Māori competency, using the TātaiReo Māori language framework, could be improved.

What we have decided

We will work with representatives and experts from the ITE sector to raise entry and selection requirements for ITE.

Our first step is to develop an evidence base about the literacy capability of ITE students. To do this we will ask providers of English medium programmes to use the Assessment Tool to assess the literacy capability of students starting an ITE qualification in 2018. The information on literacy capability we gather in 2018 will be used in 2019 to inform decisions about whether to set literacy benchmarks, and if so, at what level.

We will work with stakeholders and experts to determine an appropriate method to assess, and build an evidence base about, the numeracy capability of ITE candidates.

We will work with Māori medium stakeholders to develop an approach to make sure that students enrolled in Māori medium programmes have an appropriate level of te reo Māori literacy and numeracy capability.

We will strengthen the data literacy and mathematics content in ITE programmes to ensure all graduate teachers have the knowledge they need to evaluate learner results.

We will require providers to have applicant selection processes that consider both academic and non-academic skills and characteristics linked to effective teaching.

We will develop guidance about the level of te reo Māori and cultural competence English medium ITE students would be expected to demonstrate before they graduate (to meet the Standards (with support)).

We will work with Māori medium providers to identify how to improve the consistency of te reo Māori competency assessment using the TātaiReo framework.

Our Proposal

Approval requirements for programmes would require all practica to demonstrate quality features* including:

- a shared purpose understood by all parties
- genuine and authentic provider and school / kura / ECE setting partnerships
- clear roles and responsibilities that are understood by all parties
- Mentor teachers (and visiting lecturers) participate in professional learning opportunities that fully prepare them for their roles
- the whole of school / kura / ECE setting is responsible for practica arrangements
- student teachers are proactive in developing adaptive expertise with support
- integrated theory and practice throughout the programme
- assessment of student teachers is negotiated, transparent and agreed between the student, provider and school / kura / ECE setting.

Practica arrangements are structured so that:

- student teachers have school / kura / ECE setting experiences early in their programme
- student teachers are taught how to approach early observation, immersion, and relationship-building in schools / kura / ECE settings
- arrangements are fewer and longer - long enough for genuine relationships to develop and be maintained
- the student teacher has a sense of “belonging” and “being” at the host school / kura / ECE setting
- a contrasting experience is provided in an additional context to build the student teacher’s knowledge and skills, and
- practica are integrated with other courses in the ITE programme.

The next phase of this proposal would be to make recommendations about the capability and ongoing development of associate teachers and mentors.

*Identified in a literature review prepared for the Education Council: High quality practica and the integration of theory and practice in initial teacher education, New Zealand Council of Educational Research, 2017, available on the Education Council website.

What we have heard

Submissions strongly supported strengthening the quality of practica arrangements and the adoption of the quality features set out in the proposal.

Some Māori medium stakeholders advocated for more collaborative partnerships between ITE providers and kura/ECE settings to support workforce growth.

We heard that it was important that approved ITE programmes are monitored to make sure they continue to demonstrate the features of quality practica.

Some respondents thought that a few of the proposed quality features were impractical to implement. For example requiring ‘whole of school’ support for student teachers would be difficult to achieve if they were placed in a large school. There was also a concern that higher expectations about the quality of practica could put additional pressure on associate teacher workloads.

We heard that the Education Council could support the development of quality practica arrangements and partnerships. For example, highly-skilled associate teachers are key to the success of practica and it would be helpful to provide these teachers with professional learning opportunities.

Overall there wasn’t a strong view about replacing the terms ‘practica’ and ‘practicum’ with a simple English alternative. Suggestions included ‘professional experience’, ‘professional practice experience’ and ‘teacher practice’.

What we have decided

We will require ITE programmes to demonstrate they have quality practica arrangements.

We will review and strengthen programme monitoring and review processes to ensure programmes continue to meet approval requirements.

We will consider how we can support associate teachers to provide students with quality practica learning, for example by developing professional learning opportunities. We will work with the Ministry of Education to provide advice to Government about support for associate teachers.

The terms ‘practicum’ and ‘practica’ will be replaced with a plain English alternative, such as, ‘professional experience’.



PROPOSAL THREE - Programmes that prepare teachers to teach across different ranges of year levels

Our Proposal

Approval requirements would enable the development of programmes that expose ITE students to the characteristics of learning and development across a different range of year levels than traditional school / kura / ECE settings. This approach acknowledges the individual nature of learning and development and would prepare teachers to teach across different ranges of year levels than happens now.

Programmes could have a focus on particular years. For example: early childhood/primary (0 to 8 years of age) or 'middle' school/kura (9 to 14 years of age).

What we have heard

Overall submissions supported enabling providers to develop some programmes that prepare teachers to teach across different age groups to traditional programmes. The benefits identified in submissions included more career opportunities for teachers and a more flexible workforce, particularly within Kāhui Ako.

We heard that longer qualifications may be needed to adequately prepare teachers with the breadth and depth of knowledge required to teach boarder age ranges.

Providers also said it was important for employers to recognise the value of these programmes to ensure graduates had good employment and career prospects.

Feedback also suggested developing ITE training modules or programmes that would enable teachers to extend their qualifications into new settings or sectors.

What we have decided

We will enable the development of more flexible ITE programmes that prepare teachers to teach across different age ranges than traditional programmes.

We will also support providers and Kāhui Ako to develop and trial more flexible programmes.

PROPOSAL FOUR - Every ITE student must meet the Standards for the Teaching Profession (with support) prior to graduation

Our Proposal

The new Standards for the Teaching Profession (the Standards) would replace the Graduating Teacher Standards (GTS) from 2020.

Individual ITE students would need to demonstrate that they meet the new Standards (with support) prior to graduation.

The Education Council will work with sector representatives and education agencies to consider how best to provide employers of teachers, and the general public, with confidence that ITE graduates meet the new Standards (with support) and are ready to enter the profession.

It is envisioned that teaching professionals will have a greater role in the assessment or moderation processes that determine whether students meet the Standards (with support).

What we have heard

We heard there was strong support for replacing the GTS with the new Standards (with support). Aligning the Standards expected of ITE graduates with those used by the teaching profession would streamline requirements and improve the continuity between ITE and the ongoing professional learning and development of teachers.

Some respondents asked for guidance to be developed that would describe what meeting the Standards 'with support' means.

We heard there is support for teaching professionals having a greater role in the assessment/moderation processes that determine whether students have met the Standards before graduation. Additional resourcing may be needed to implement this proposal.

We heard that ITE programmes could better prepare teachers to practice inclusive education and to support students with particular learning needs or who learn differently. For example, children with dyslexia, dyspraxia and autism spectrum disorders, or those learning English as a second language.

Note: The Education Council commissioned Auckland UniServices to pilot the draft Standards with ITE educators and student teachers. This work found the Standards were suitable across all ITE settings, including ITE programmes.

What we have decided

We will replace the current GTS with the new Standards. Every student will need to demonstrate that they meet each Standard (with support) prior to graduation.

We will develop guidance for providers and students that describes what meeting the Standards (with support) looks like.

We will undertake further work with quality assurance agencies to consider how to give the profession a greater role in the assessment/moderation processes that determine whether students have met the Standards (with support).

We will consider advice from experts about how to strengthen ITE to improve support for learners with dyslexia, dyspraxia and autism spectrum disorders.

We will also consider how to better prepare beginning teachers to support learners who are learning English as a second language.

We will develop guidance about the level of te reo Māori and cultural competence English medium ITE students would be expected to demonstrate before they graduate (to meet the Standards (with support)).



Our Proposal

Starting from 2018 all programmes would be required to:

- use the Literacy and Numeracy for Adults Assessment Tool (Assessment Tool) to assess the literacy capability of all applicants prior to entry to ITE.

We will continue to work with the Māori medium sector to develop an alternative approach for their programmes.

By 2020 all current and new programmes would be required to:

- ensure applicants meet higher literacy and numeracy requirements
- demonstrate the features of quality practica arrangements, and
- assess every student against the new Standards for the Teaching Profession (Standards) with an expectation that they meet those Standards (with support) on graduation.

What we have heard

Overall submissions supported using the Assessment Tool during 2018 to build an evidence base about the literacy capability of ITE students.

Submissions generally supported requiring all ITE programmes to meet strengthened programme approval requirements from the start of 2020. Our Māori Medium Advisory group advised that the timeframes for meeting new requirements should include some flexibility, particularly for small Māori medium and early childhood providers that may need more time to develop new or changed programmes.

A couple of submissions commented that the current requirements were sufficient and did not require strengthening.

We heard that the proposed timeframes were reasonable, provided that the Education Council, Committee for University Academic Programmes (CUAP) and New Zealand Qualifications Authority (NZQA) were resourced to manage an increase in programme approval workloads.

We heard that some proposed changes to ITE would create additional costs for ITE providers. For example, quality practica requirements and using the Assessment Tool.

What we have decided

We will work collaboratively with sector representatives and experts to develop and issue new ITE programme approval requirements in mid-2018.

We will ask providers of English medium programmes to use the Assessment Tool to assess the literacy capability of students starting a qualification in 2018. See Proposal One for more information.

Our aim is for most new and approved ITE programmes to meet strengthened programme approval requirements from 2021 unless the Education Council approves an extension.

We will work with NZQA and CUAP to review ITE programme approval, monitoring and review processes, and make sure programmes continue to meet strengthened requirements.

We will make sure transition arrangements allow providers to plan for change and focus their resources on meeting the strengthened programme approval requirements.

We will work with the Ministry of Education to develop advice on Student Achievement Component (SAC) funding rates for ITE courses.



Our Proposal

We support expanding the availability of postgraduate qualifications at level 8 or above on the New Zealand Qualifications Framework (NZQF), and over time increasing the proportion of new teachers graduating with a postgraduate qualification.

Our long-term aim is for all new teachers to enter the profession with a postgraduate qualification. Our first step towards this goal is to extend the New Zealand evidence base by encouraging more postgraduate ITE qualifications, and to support providers to evaluate the outcomes from these programmes.

Research tells us that high-performing education systems have implemented a range of measures to lift and strengthen initial teacher education. While it is difficult to attribute success to any one intervention, there is an international trend towards postgraduate ITE qualifications and for teachers to require greater subject expertise.

We want all teachers to enter the profession with the skills they need to be a great teacher when they first start teaching and to adapt their professional practice to meet the challenges of future learning environments. In particular, we want all ITE programmes to provide students with:

- adaptive expertise skills, and
- in-depth subject knowledge in one or more learning areas within the New Zealand Curriculum / Te Marautanga o Aotearoa / Te Whāriki. For example, English, te reo Māori, science/pūtaiao, mathematics and statistics/pāngarau and tauanga, and child development.

We are considering options to strengthen and expand pathways into the profession including:

Option A) Increasing the availability of postgraduate ITE qualifications for graduates who already have a degree that provides them with subject knowledge in curriculum learning areas. Over time we want to encourage providers to replace graduate diplomas (level 7) with postgraduate diplomas (level 8).

Option B) Redesigning Bachelor of Education/Teaching degrees leading to teacher registration, to strengthen graduate skills in adaptive expertise, subject knowledge in curriculum learning areas and child development.

Option C) Developing non-ITE Bachelor of Education/Teaching degrees that pathway graduates into postgraduate ITE qualifications.

The recent government decision to lift the ITE moratorium from the start of 2018 allows for the development of new programmes. However we will only approve programmes that meet strengthened approval requirements.

What we have heard

There was strong support for expanding the availability of postgraduate qualifications but less support for making teaching a postgraduate profession.

A postgraduate ITE qualification could provide a career pathway into leadership or specialist roles, as well as the opportunity to advance ITE knowledge and research.

We heard that some students would find the cost and additional time needed for postgraduate study a barrier, and this could impact on the diversity of the teaching workforce over time.

A few submissions asked if there was enough evidence that postgraduate qualifications produce more effective teachers.

It is important to make good career information available to potential ITE applicants to help students make study choices at school, kura and university that best prepare them for entry to ITE and a teaching career.

Some submissions supported retaining a range of pathways into the teaching profession to meet the needs of the diverse range of people attracted to a teaching career. Other submissions advocated for the number of pathways into teaching to be reduced to improve efficiency in the ITE system.

ITE stakeholder survey results most strongly favoured a redesigned Bachelor of Education/Teaching degree (Option B) followed by increasing the availability of postgraduate qualifications (Option A). A few submissions preferred Option C.

What we have decided

We support expanding the availability of postgraduate ITE programmes. We will evaluate the success of these programmes so we can grow the evidence base about graduate outcomes from postgraduate programmes in New Zealand.

We will continue to support a range of pathways leading to teacher registration that cater for the diverse range of people attracted to the teaching profession. This includes both graduate and postgraduate programmes.

We will work with education agencies to develop advice on the potential flow-on costs to government of more enrolments in postgraduate ITE programmes.

We will work with the Tertiary Education Commission (TEC) and the Ministry of Education to provide career information about subject and qualification choices that best prepare students for entry to ITE and a successful teaching career.



Our Proposal

Following feedback from the sector we have added another proposal to support kura to grow their workforce.

What we have heard

Some Māori medium stakeholders told us that there is a shortage of kaiako within Māori medium kura/ECE settings.

Māori medium providers can find it difficult to recruit students with an appropriate level of te reo Māori proficiency.

We heard new ITE programme models are needed to support kura to develop future teachers within the Kāhui Ako and/or kura.

What we have decided

We will work with Māori medium stakeholders to support the development of new ITE programme models that grow the pipeline of future kaiako into kura/ECE settings and/or Kāhui Ako.

